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Report of the Secretary-General on Somalia pursuant to Security Council resolution 1872 (2009)

I. Introduction

1. The present report is submitted pursuant to paragraph 13 of Security Council resolution 1872 (2009), in which the Council requested me to take the steps identified in paragraphs 82 to 86 of my report of 16 April 2009 (S/2009/210), and to report on progress made by 30 September 2009. It provides an update on major developments in Somalia, as well as an assessment of the security and political situation, and the implementation of the steps set out in paragraphs 82 to 86 of my report of 16 April 2009.

II. Main developments in Somalia

A. Political developments

2. The Transitional Federal Government of Somalia continued efforts to consolidate its authority, particularly with respect to the security sector. On 23 July, the Government created a commission for security and pacification of the country, tasked with reforming the security forces of Somalia and all law enforcement agencies. On the same day, it announced the appointment of Abdullahi Mohamed Alim as Minister of National Security, to replace the assassinated Omar Hashi Adan.

3. On 19 August, President Sheikh Sharif Ahmed announced a reshuffle of his cabinet, as part of an internal reorganization aimed at improving the coherence and overall ability of the Transitional Federal Government to deliver services. He assigned the key Ministries of Foreign Affairs and Defence to officials who had served under the previous administration, in an attempt to add experience and technical expertise to the cabinet. The United Nations and other members of the international community have continued to assist the Government with capacity-building initiatives.

4. The Transitional Federal Parliament continued to meet in Mogadishu. Since the expulsion of seven parliamentarians in July, and further warnings by the Speaker of Parliament that he would take disciplinary action against those who fail to attend its sessions, most parliamentarians residing outside Somalia have returned to the country. In an address on 27 July, President Sharif urged parliamentarians to remain united and focused on defending the country against foreign aggression and

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terrorism. He reiterated the Government commitment to fully implement the Djibouti Agreement in order to find lasting peace in Somalia. On 19 August, the Parliament endorsed the President's decision of 22 June to declare a three-month state of emergency.

5. Armed opposition groups continued to resist the calls of the Transitional Federal Government to join an inclusive administration. The cooperation agreement signed between the Government and Ahlu Sunna Wal Jama'a (ASWJ) on 21 June 2009 constitutes an encouraging departure from that trend. Under this agreement, the Government provides military and logistical support to ASWJ and consults the group on administrative issues in areas under its control. The Government has continued to reach out to other armed elements, and those who have accepted to join have been awarded cabinet posts. However, Al-Shabaab and Hizbul Islam, the two main extremist groups that include foreign combatants and are supported by Al-Qaeda, remain outside the peace process.

6. On 22 August, rejecting the ceasefire call by President Sharif, elements of Hizbul Islam in the Gedo region announced that they had joined forces with Al-Shabaab, allegedly in response to the cooperation between the Transitional Federal Government and its allies in the region. This move may also indicate some desperation among extremist groups seeking to buttress their forces as those of the Government grow stronger and more confident.

7. In addition to the threat posed by the insurgents, Somalia is plagued by the activities of unscrupulous domestic and external spoilers, who, taking advantage of the prevailing lawlessness, have taken control of seaports and airstrips, from where they supply East Africa with a variety of contraband. They also illegally export commodities such as charcoal and livestock and engage in human and drug trafficking. In this connection, the port of Kismayo remains the main entry point for weapons and logistics to the insurgents.

8. At the request of the Prime Minister of Somalia, the United Nations is working closely with the Somali authorities to revitalize and refocus the High Level Committee, especially in respect of policy coordination and the implementation of the Djibouti Agreement. The Committee, currently chaired by the United Nations, deals with issues such as the drafting of a new constitution, justice and reconciliation, the management of the humanitarian crisis, and the mobilization of popular support to the Djibouti Agreement. It is envisaged that the Committee will expand its membership in September to include the African Union Mission in Somalia (AMISOM), the United Nations country team and international community representatives.

9. Regional organizations continued to support the Somalia peace process. The African Union troop-contributing countries held a consultative meeting with international partners in Addis Ababa, on 20 July. Participants called on partners to speed the disbursement of the pledges made at the Brussels Conference, and welcomed ongoing coordination of support to the Somali security institutions. They also underscored the call contained in the Intergovernmental Authority on Development (IGAD) communiqué of 20 May 2009, endorsed by the African Union Peace and Security Council meeting and by the thirteenth ordinary session of the African Union Assembly, for the United Nations Security Council to take immediate measures, including the imposition of sanctions on all spoilers. Furthermore, the action plan adopted by the special session of the African Union in Tripoli on

31 August encouraged the Transitional Federal Government to intensify its efforts to promote reconciliation and an all-inclusive political process, and called on all Somali parties to join the peace process.

10. On 6 August, President Sharif met with United States Secretary of State Hillary Clinton, in Nairobi. Secretary of State Clinton reaffirmed the United States commitment to support the Transitional Federal Government. She issued a stern warning that the United States would take action against Eritrea if it did not cease supporting Al-Shabaab insurgents in Somalia, stating that such support amounts to interference in the internal affairs of Somalia. In a meeting with President Sharif, the President of Kenya, Mwai Kibaki, reaffirmed Kenya's continued support for Somalia and called on President Sharif to maintain the open-door policy for opposition elements willing to join the peace process.

11. Donors continued to disburse pledges made at the April 2009 conference in Brussels, where a total of over $213 million was pledged. As at 3 September, $196.6 million has been confirmed. Of these, the United Nations Trust Funds for the Somali security institutions has received approximately $830,000 and the Trust Fund for AMISOM has received $24.6 million. Some $1.5 million have been disbursed directly by donors to the Transitional Federal Government, while the African Union has received about $6.7 million. The African Union and the European Commission (EC) are developing a contribution agreement to enable disbursement of the EC pledge of 60 million euros.

12. As part of an effort to engage the autonomous regions of Somalia, Prime Minister Omar Abdirashid Ali Sharmarke held talks with senior officials of the "Puntland" Administration in Galkayo on 17 August. The parties agreed to set up joint committees to enhance future cooperation. Under the agreement signed on 23 August, "Puntland" will host the Federal Constitutional Commission, the principal body preparing the draft constitution, as well as a base for counter-piracy operations. In addition, "Puntland" may participate in international conferences on Somalia alongside Transitional Federal Government officials and conclude agreements with international agencies and foreign companies, pending the approval of a federal constitution by public referendum.

13. In "Somaliland", tensions continued over the conduct of the elections previously scheduled for 27 September 2009. Opposition parties, civil society and the legislature rejected the decision made by the National Electoral Commission, with the support of the executive branch, to hold elections without a voters' roll. On 11 August, "Somaliland" Parliament passed a motion calling on the Commission and the executive branch to rescind their decision. On 21 August, the Ethiopian Minister of State for Foreign Affairs met with the "Somaliland" President, opposition parties, civil society groups and elders urging them to reach an agreement. On 25 August, the "Somaliland" Minister for Foreign Affairs requested Ethiopia to act as mediator. However, with no breakthrough imminent, on 30 August, the Parliament established a committee composed of representatives of the three main political parties to undertake mediation efforts and report back. In parallel, mediation efforts by regional and international actors are ongoing to bring the parties to agreement.

B. Security situation

14. Insecurity remains the most critical challenge facing Somalia today. Following their unsuccessful assaults against the Transitional Federal Government in May and June, insurgents led by Al-Shabaab and Hizbul Islam reinforced their ranks with militia from outside Mogadishu and foreign fighters. In the second week of July, these groups launched a full-scale attack on key strategic positions, aimed at dislodging the Transitional Federal Government. Fighting raged for several days, culminating in fierce battles on 12 July. Insurgents came within 300 metres of the presidential palace (Villa Somalia), and attempted to take over key locations, including the old seaport, which would have allowed them to control access to Mogadishu port. Government forces, supported by AMISOM, forced the insurgents to retreat.

15. The defeat in Mogadishu has been a serious setback for the insurgency, apparently undermining its cohesiveness and command authority. Meanwhile, AMISOM demonstrated its ability to protect government installations and strategic positions against sustained attack, repelling the attackers with little resistance. However, neither Transitional Federal Government forces nor insurgents in Mogadishu have been able to consolidate control over contested territory. In early September, disparate militia still controlled most neighbourhoods in Mogadishu and the adjoining Banadir district, and fighting was reported almost daily, causing an estimated 20 to 50 fatalities per week. While most victims are reportedly combatants, many civilians continue to be killed in cross-fire and in long-range artillery and mortar attacks. On 16 August and 11 September, supply vessels contracted by the United Nations Support Office for AMISOM (UNSOA) carrying goods for AMISOM were attacked by insurgent mortars while in Mogadishu port, resulting in the death of 5 and 17 civilians, respectively. Another vessel contracted by UNSOA was attacked by pirates on 27 August near Mogadishu, but evaded capture.

16. The Transitional Federal Government and AMISOM troops are continuously targeted, including through ambushes and coordinated attacks against strategic locations. They remain extremely vulnerable to asymmetric attacks, as demonstrated by the attack against AMISOM on 17 September, when two vehicles carrying explosives drove into the AMISOM-controlled area at the Mogadishu airport and were detonated at the AMISOM Force headquarters and a building used by a contracted supply company. The vehicles used in the attack were identified as United Nations vehicles that were stolen by Al-Shabaab during raids at United Nations compounds earlier in 2009. According to the estimates provided by AMISOM on 18 September, at least 21 people have been confirmed killed, comprising 17 AMISOM soldiers — 12 Burundians, including the AMISOM Deputy Force Commander, and 5 Ugandans. At least 40 people were injured in the attack, including several Government officials and contractors. Following this attack, I issued a statement in which I condemned the attack and pledged support to the African Union and AMISOM in their ongoing efforts to ensure peace and security in Somalia.

17. Beyond Mogadishu, the security situation deteriorated markedly in the reporting period, with Government and allied militia challenging insurgent forces for control over strategically important towns in southern and central Somalia. In August, Al-Shabaab and Hizbul Islam forces were temporarily driven from the

towns of Beledweyne and Bulobaarde (Hiraan region) and some insurgent strongholds in the Gedo region. However, insurgents were later able to retake many of these locations. In late August, Ethiopian forces reportedly crossed the border into Hiraan region and briefly entered Beledweyne to dislodge the insurgents. Overall, the security situation in southern and central Somalia has become more volatile and hostilities are likely to continue at the present level.

18. This is increasingly affecting humanitarian operations in southern and central Somalia. Apparent supply shortages among insurgents have led to a rise in criminal activities. The risk of hostage-taking for international staff has also significantly increased. However, four aid workers and two pilots held hostage since November 2008 were released on 11 August. Thirteen aid workers remain in captivity in Somalia and a further nine have been killed since January 2009. On 20 July, Al-Shabaab militia looted United Nations compounds in Baidoa and Wajid, and stole security equipment and seven United Nations vehicles. The raids were conducted in the presence of insurgent commanders who had previously provided security assurances to humanitarian operations. In late August, several NGO compounds in the Lower and Middle Juba regions were raided by Al-Shabaab, and seven NGOs were reportedly expelled from the area. On 16 August, Al-Shabaab militia again attacked the World Food Programme (WFP) compound in Wajid, triggering a firefight in which three insurgents were killed. The motive is believed to have been to kidnap international staff for ransom. As security assurances provided by insurgent leadership in southern and central Somalia have become increasingly unreliable, United Nations international staff had to be relocated from duty stations in southern and central Somalia, and security arrangements are being reviewed. Critical humanitarian operations continue with national staff and NGO partners.

C. Humanitarian situation

19. The humanitarian situation in Somalia worsened dramatically in the reporting period owing to intensified fighting in Mogadishu, growing insecurity in much of southern and central Somalia and deepening drought. Since May, fighting in Mogadishu has displaced more than 255,000 people, some of whom had recently returned home following a period of relative stability in early 2009. In total, 1.5 million Somalis have been displaced since early 2007.

20. In August 2009, the latest United Nations food security assessment calculated that some 3.7 million people, or 50 per cent of the population of Somalia, are in need of livelihood and humanitarian support, up from 3.2 million in January 2009. Most of these are concentrated in areas controlled by armed groups in southern and central Somalia. Drought is deepening in the central regions and has extended to the northern parts of the country. Increasing food insecurity is exacerbated by disease and poor access to health services. One in five Somali children is acutely malnourished, compared to one in six in February. On a positive note, parts of southern Somalia recorded a nearly normal crop production owing to good rains from April to June 2009.

21. The systematic looting of aid workers' compounds has made it increasingly risky and difficult for humanitarian operators to fulfil their mandate, particularly in the southern and central regions of Somalia. In July, the United Nations was forced to postpone the dispatch of supplies to treat and prevent acute malnutrition of more

than 85,000 children in southern and central Somalia owing to security concerns. The distribution of malaria prevention bed-nets was also disrupted. However, the Hiraan and Galgaduud regions remain open for humanitarian operations.

22. In June, Somalia's requirements under the consolidated appeals process were revised downward from $984 million to $849 million. This reflects revised priorities and feasible targets within the remaining appeal period. As of early September, the revised consolidated appeals process was only 53 per cent funded. WFP urgently requires $217 million to cover the shortfalls of 216,000 metric tons of food from September 2009 through March 2010. WFP is running out of food to feed its 3.3 million planned beneficiaries with the limited shortfalls beginning in September. Water, sanitation and health activities also remain seriously under-funded at 19 per cent.

D. Human rights situation

23. The human rights situation in southern and central Somalia remains largely unchanged since my last report. Fighting in Mogadishu, in particular shelling and use of improvised explosive devices, including in civilian neighbourhoods, has resulted in a high number of civilian casualties. Civilians in conflict-affected areas are also vulnerable to physical assault, gender-based violence, and illegal arrests and detentions. Reports continued about the illegal recruitment by armed groups of children under 18.

24. In addition to the security threats, there were continued reports of executions, amputations and other abuses by extremist groups in the name of sharia law. In areas controlled by Al-Shabaab, women risk punishment, including detention, for refusing to wear appropriate clothing. Radio stations and other news media also continue to face threats and intimidation. While there were no new reports of journalists killed, there remains no accountability for the killing of six journalists in the first half of 2009. Impunity for human rights abuses prevails throughout the country. Meanwhile, insecurity continued to hamper the reconstruction of the justice and corrections sector. There is a deepening risk of a human rights crisis in Somalia's prisons, which lack basic medical facilities, water and sanitation, and trained staff.

25. In a welcome development, the Transitional Federal Government designated the Minister of Women's Development as its focal point for human rights. The creation of a high-level focal point facilitated further capacity-building activities, which are covered in the following section. In a meeting with United Nations officials in July, "Puntland" authorities also made commitments to greater respect for human rights, and requested United Nations support. The newly adopted constitution provides for the creation of a Human Rights Ombudsman, although the post has not yet been established.

26. In "Somaliland", the annulment of the voters list had a negative impact on the human rights situation, especially on freedom of expression and the right to peaceful assembly. In late August, "Somaliland" police reportedly used excessive force against demonstrations in several towns, including Hargeisa. Of several demonstrators arrested, including women and minors, some reportedly remain detained without warrant. One member of the Transitional Federal Parliament, originally from Berbera, was reportedly arrested on charges of high treason, and released only after he dissociated himself from the Transitional Federal

Government. Meanwhile, an independent television and radio station were closed down for having reported on inter-clan fighting relating to a land dispute, allegedly involving "Somaliland" authorities. The three journalists involved were detained for several weeks without a warrant. They were released after paying a fine, but were prohibited from practising their profession for six months. "Somaliland" authorities expressed willingness to follow up on these allegations.

III. Implementation of resolution 1872 (2009) and paragraphs 82 to 86 of the report of the Secretary-General on Somalia pursuant to Security Council resolution 1863 (2009) (S/2009/210)

A. Update on implementation of the incremental approach

27. In its resolution 1872 (2009), the Council requested me to take the steps identified in paragraphs 82 to 86 of my 16 April report (S/2009/210), which comprised a three-phase incremental approach whereby the United Nations would pursue its strategic objectives on the political, security, and recovery tracks, while continuing to work towards the deployment of a peacekeeping operation at the appropriate time. The following provides an assessment of progress achieved under the current phase, together with recommendations on next steps.

28. Under the first phase of the incremental approach, the United Nations has pursued its mandated activities through its teams and offices based outside Somalia, as well as partners based in the country, and more frequent missions by international United Nations staff, including senior staff from the United Nations Political Office in Somalia (UNPOS), UNSOA, the Department of Safety and Security and United Nations funds, agencies and programmes to Mogadishu, Hargeisa and other accessible areas. Despite adverse security conditions, it has been possible to establish a cycle of missions to Mogadishu to carry out specific tasks and facilitate interaction with the Transitional Federal Government, AMISOM and other partners. After major fighting subsided in July, international United Nations staff, including senior United Nations officials, resumed missions into Mogadishu at the rate of two per week on average in July and August. Meanwhile, critical humanitarian and other United Nations programmes continued in most regions of Somalia, with a total of around 700 to 800 national and 60 to 80 international United Nations staff deployed throughout the country, including "Puntland" and "Somaliland". The activities undertaken in this phase are described in paragraphs 32 to 73 of this report.

29. Planning is ongoing for the implementation of the second phase of the incremental approach, which calls for the deployment of a "light footprint" United Nations presence in Mogadishu. In line with the recommendations in my previous report, this will be implemented gradually and the United Nations presence may be expanded or reduced, depending on the security situation. To date, limited numbers of international staff members, including international United Nations staff, have been permitted to overnight in the AMISOM-controlled airport area for short periods. This has enabled UNPOS and UNSOA staff to engage more closely with the Transitional Federal Government and AMISOM counterparts, monitor implementation of the activities mandated in resolutions 1863 (2009) and 1872 (2009). However, missions to Mogadishu by international United Nations staff

remain extremely dangerous. In the light of the attack on AMISOM Headquarters on 17 September, security arrangements for United Nations missions to Mogadishu are being reviewed. In order to enable the expansion of critical WFP and United Nations Children's Fund (UNICEF) programmes, national staff numbers in Mogadishu were increased from 14 to 18.

30. The security risk assessment for Mogadishu was updated in August, reconfirming security phase V (evacuation). The Department of Safety and Security also initiated a review of current security phase IV (emergency programmes) in other parts of southern and central Somalia in the light of deteriorating security conditions. Under existing United Nations security policies, permanent regular assignment of United Nations international staff to Mogadishu requires downgrading the security phase from level V to level IV, which in turn depends on a significant improvement in the security conditions. Given these conditions, the second phase of the incremental approach in Mogadishu will initially be implemented through the deployment of international staff on mission status for limited periods, based on programme priorities. The construction of secure accommodation, offices and medical facilities, although a critical prerequisite for the implementation of the second phase, will be implemented dependent on security conditions on the ground.

31. At the same time, it is critical for UNPOS to be adequately represented in all parts of Somalia, as the security situation allows. Plans have been developed to open regional offices initially for political affairs, human rights, civil affairs and other operations throughout the country, including in "Puntland" and "Somaliland", security conditions permitting.

B. Strengthening the political process

32. In line with the request of the Council in paragraph 2 of resolution 1872 (2009), my Special Representative continued his work with the international community to facilitate reconciliation in Somalia and consolidate the peace process. Under his leadership, UNPOS, together with the relevant United Nations agencies, funds and programmes, continued to work towards the key objectives on the political track set out in paragraph 42 (a) in my report of 16 April 2009, including building governance capacity and mainstreaming human rights in all aspects of the peace process.

Good offices and reconciliation

33. On 20 July, my Special Representative participated in the consultative meeting of the African Union troop-contributing countries and international partners (see para. 9). The meeting noted the need for coherence in Government operations and to mobilize public support fully behind the Djibouti peace process, noting that lack of coherence within the Government resulted in the absence of clear leadership for the security forces.

34. In support of the efforts of the Transitional Federal Government to form an inclusive administration, my Special Representative received a delegation from the Ahlu Sunna w'al Jamaa (ASWJ) group on 22 July. They exchanged views on how the United Nations could help strengthen the cooperation agreement signed between ASWJ and the Transitional Federal Government, and agreed to organize a capacity-

building workshop to help ASWJ strengthen security and judicial institutions in its areas of control.

35. Following the meeting between United States Secretary of State Hillary Clinton and President Sharif, my Special Representative hosted a wrap-up session on 9 August with the United States delegation, a Somali delegation consisting of Members of Parliament, women representatives and elders, and an African Union representative. The Somali delegation stressed the importance of the meeting of President Sharif with the United States Secretary of State, which had been warmly welcomed among Somalis inside the country and in the diaspora. The delegation also highlighted the need to support the Transitional Federal Government, especially its security sector.

36. As part of his efforts to engage the autonomous regions, my Special Representative, on 10 August, briefed "Puntland" President Abdirahman Mohamed Mohamud Farole on the visit of the United States Secretary of State and discussed the need to maintain regular contact between the representatives of the Transitional Federal Government and "Puntland".

37. My Deputy Special Representative visited Hargeisa from 1 to 3 September 2009. He met with senior government officials, including President Riyale, representatives of the opposition and civil society actors. All interlocutors acknowledged that "Somaliland" was currently facing an acute elections crisis, but reiterated the capacity of the community to solve such problems without outside interference, expressing optimism that a solution would soon be found. The authorities, political parties and civil society welcomed the UNPOS plan to expand its presence in Hargeisa and to strengthen the political work of the United Nations in the region, to complement existing humanitarian and development activities. UNPOS and the "Somaliland" regional government agreed to establish a constructive partnership covering political and civil affairs, human rights and the security sector.

Governance and capacity-building

38. In support of the constitution-drafting process, the United Nations and a consortium of partners provided advice to the Transitional Federal Government on good practices derived from lessons learned from Somalia's constitutional history and political context. The United Nations subsequently designed and coordinated a senior managers' induction course for the newly formed Ministry of Constitution and Federal Affairs in Nairobi. The United Nations also facilitated efforts to update the law clarifying roles and responsibilities of key constitutional organs, with emphasis on the Independent Federal Constitution Commission. In July and August, the United Nations facilitated the visit of 13 Directors-General from "Somaliland" to the United Republic of Tanzania, Uganda and Rwanda, to show regional best practices in public administration reform.

39. Capacity-building remains a key priority in moving the Djibouti peace process forward. To that end, UNPOS and UNDP are refocusing existing programmes to target the priority ministries identified by the Prime Minister: Ministries of the Interior, Defence, National Security, Planning, Reconstruction, Finance and Information. A programme is being finalized to train key staff and deploy technical advisers, mostly sourced from the Somali diaspora through the Qualified Expatriate Somali Technical Support project.

Human rights

40. In support of efforts to integrate human rights into all aspects of the peace process, UNPOS submitted to the Transitional Federal Government of Somalia a draft framework for technical cooperation and assistance in human rights. This framework, pending final endorsement, includes plans for strengthening human rights capacity in the Transitional Federal Government of Somalia and legislature, police, corrections and judiciary; reporting, monitoring and advocacy; and human rights education. It also covers support to address impunity, justice and reconciliation. Plans are under way to strengthen engagement on similar activities with the authorities in "Somaliland" and "Puntland".

41. On 17 and 18 August, UNPOS, in partnership with the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the Swiss Government convened the second conference on the theme "Addressing impunity: towards justice and reconciliation", under article 9 of the Djibouti Agreement. The conference, which brought together representatives of the Transitional Federal Government of Somalia, members of the Transitional Federal Parliament and representatives of civil society, underlined the need for a strong government to establish institutions to address ongoing and past impunity and the need to raise awareness of basic human rights in Somalia. Participants agreed to hold a follow-on conference to develop proposals for addressing past atrocities, taking into account security and protection issues.

C. Supporting the full deployment and strengthening of AMISOM

42. In August, AMISOM completed deployment of its sixth battalion, comprising 850 troops from Burundi. As of 10 September 2009, troop strength stood at some 5,217, or 65 per cent of the mandated strength, composed of three battalions each from Uganda and Burundi. In the reporting period, the African Union received pledges of an additional battalion each from Uganda and Burundi, as well as a pledge of 400 special forces from Djibouti. Major donors indicated willingness to provide logistical support, equipment and salary support to enable deployment. The African Union has also received offers from Ghana, Mali, Nigeria and South Africa to contribute staff officers to the AMISOM Force headquarters. I welcome all these contributions and encourage those concerned to promptly fulfil their pledges. The African Union action plan of 31 August requested Member States that have pledged troops to make them available as soon as possible, and for other Member States to provide all the necessary support.

43. The African Union continued to make progress on identifying qualified police officers for its mandated police component of 270 officers, and is currently engaged in pre-deployment training in Nairobi. At present, a total of 615 police trainers, advisers and mentors from Ghana, Nigeria, Sierra Leone and Uganda have been provisionally selected and placed on standby. However, deployment has been delayed owing to the security situation in Mogadishu. The AMISOM Police Commissioner relocated to Mogadishu on 6 September 2009 and is working with UNSOA on the logistical arrangements to cover the phased deployment of AMISOM police.

44. In line with their mandate under Security Council resolution 1744 (2007), AMISOM forces are providing security to strategic locations in Mogadishu,

facilitating secure movement of the Transitional Federal Government of Somalia and others associated with the peace process, including all United Nations delegations; escorting shipping into the port, enabling delivery of UNSOA material and services as well as basic medical support and fresh water to the local community; and providing sustainment to the Somali National Security Force in cooperation with the Transitional Federal Government of Somalia. In addition, the African Union action plan requested the African Union Peace and Security Council to review the mandate of AMISOM, its authorized strength and logistical support to enable it to increase assistance to the Transitional Federal Government of Somalia and facilitate the extension of its authority.

45. AMISOM forces are currently deployed at the air and sea ports, Villa Somalia, the old university and military academy, and other strategic sites in Mogadishu. The African Union is also exploring the scope to extend AMISOM presence beyond Mogadishu to key high value areas, which are currently being identified. The Department of Peacekeeping Operations is assisting the African Union to develop contingency planning in this regard, as requested.

46. Following General Assembly approval of a $139 million budget for support to the African Union and AMISOM in June 2009, the Department of Field Support, through UNSOA, initiated the delivery of the support package to AMISOM. Significant activities in the reporting period included establishing a secure strategic communications network linking AMISOM Force headquarters in Mogadishu, with AMISOM Mission headquarters in Nairobi, and providing the full services available within the global network of the United Nations Secretariat. In addition to improved communications, this has improved mission security by replacing the previous reliance on commercial Internet and cell phones.

47. AMISOM personnel deployed in Mogadishu are now consuming United Nations-provided fresh rations, in accordance with the standards for United Nations peacekeeping missions. Improving the living conditions of AMISOM personnel remains a high priority. In the short-term, UNSOA has deployed United Nations-owned equipment to create a centralized refrigeration, food handling and distribution centre for all contingents. UNSOA also delivered 73,000 combat rations packs and vitamin medication for all AMISOM military personnel to supplement locally procured fresh rations. Plans to construct new catering and sanitation facilities are well advanced.

48. In the reporting period, an unidentified illness affected more than 200 AMISOM troops, leading to seven fatalities, and requiring evacuation of 93 others to their home countries or the level-III hospital in Nairobi. In response, UNSOA sponsored investigations by a senior medical team from Burundi, specialists from Uganda, the United States Centre for Disease Control, and the World Health Organization, which collected blood samples from the various camp locations for testing. While the cause of the illness continues to be investigated, UNSOA prioritized efforts to improve hygiene conditions and food preparation facilities.

49. In August, UNSOA delivered key strategic equipment valued at $4 million to AMISOM in Mogadishu. The shipment included strategic communications units, armoured vehicles, prefabricated buildings, material handling equipment, palletized load system trucks, the first of two airport fire and rescue trucks, a workshop unit and spare parts. UNSOA also completed deployment of radio broadcast equipment

for Mogadishu and Nairobi, establishing the technical architecture for radio transmission, which will help implement the AMISOM strategic communications plan.

50. Sixty Ugandan troops received UNSOA training in communication, medical response, movement control, property management and engineering, and were deployed to Mogadishu, together with a similarly trained Burundian contingent, as part of a new Force Enabling Unit. Other AMISOM personnel received specialized training in firefighting, use of equipment, United Nations rations management, communications and logistic coordination. Further training requirements are being developed in coordination with AMISOM.

51. The memorandum of understanding between the African Union and the United Nations, defining the overarching responsibilities and obligations of the two parties in support of AMISOM, was signed on 12 July 2009. Specific implementation agreements are being developed. Arrangements were also made to establish the UNSOA headquarters facility within the United Nations Office at Nairobi compound, and to use the existing United Nations support base at Entebbe, as a staging area for rapid deployment to AMISOM and to host training for AMISOM troops. Following the positive response by the Government of Kenya regarding the establishment of a United Nations logistic support base in Mombasa, planning for the construction of the forward support base is continuing. In the interim period, UNSOA has established a temporary base in leased commercial premises, which was essential to ensure timely launch of the AMISOM support package.

52. In line with plans to transition from the existing interim arrangements to long-term United Nations contracts, the Department of Field Support secured a contract for delivery of rations, which is now operational. Fuel and medical evacuation contracts are under procurement while those for construction of prefabricated accommodation will be signed soon. A commercial proposal for construction of the level II hospital and force headquarters is being analysed. UNSOA has established an inclusive support operations centre, including liaison officers from the African Union, AMISOM, troop-contributing countries and bilateral donors, which will guide the transition from bilateral support to delivery of the full United Nations logistics support package. This will avoid any gaps or duplication in the support provided to AMISOM. The implementation of the package will be dependent on security conditions on the ground.

53. UNSOA responded rapidly to the aftermath of the 17 September attacks. Prompt arrangements for flights, ambulances and hospitalizations led to the evacuation of the critically injured to higher-level medical facilities in Nairobi and Entebbe within less than eight hours of the attacks and prior to nightfall the same day. The seriously injured and deceased were transported promptly the next morning to Nairobi and their respective home countries.

54. In line with resolution 1872 (2009), the United Nations planning team in Addis Ababa continued to provide planning and operational support to the African Union headquarters in respect of the deployment and operations of AMISOM. The planning team assisted the African Union strategic planning and management unit in preparing for the deployment of additional battalions from Uganda and Burundi and in liaising with African Union troop-contributing countries to facilitate additional contributions. The team also supported the pre-deployment selection of AMISOM police personnel; reviewed the police concept of operations and deployment plans;

and worked with stakeholders to establish responsibilities, targets and timelines for police development.

55. The United Nations Mine Action Service (UNMAS) continued to build AMISOM capacity in explosive ordnance disposal, which is a priority requirement to ensure force security and take forward the mandate. Uganda identified 18 military personnel to receive six weeks of training from UNMAS, in order to form an autonomous explosive ordnance disposal component within AMISOM. Burundi is expected to identify personnel for similar training. Necessary equipment, temporary training locations and explosive storage facilities have been established in Mogadishu, while a permanent explosive ordnance disposal command and training facility is planned for completion by February 2010.

D. Strengthening of the Somali security institutions and development of a national security strategy

56. The United Nations continues to assist the Transitional Federal Government of Somalia in developing the transitional security institutions, while also working towards the national security strategy called for in resolution 1872 (2009). While the focus remains the short-term needs of the national security and police forces to enable them to address immediate security threats, significant progress was made towards coordinating international assistance efforts and building consensus on the basis for a policy framework. UNPOS also continued to build up its dedicated security sector capacity in line with resolution 1863 (2009). The Department of Peacekeeping Operations is identifying police, military and security sector reform experts, as well as justice and corrections specialists, who could be assigned to UNPOS. In the meantime, two officers from the Standing Police Capacity were deployed to UNPOS in August to support police development activities.

Policy and coordination

57. On 25 July, Somalia's Joint Security Committee held its first meeting at AMISOM Force headquarters in Mogadishu. A second meeting was held on 12 August. The reconstituted committee includes the Transitional Federal Government of Somalia Ministers of Defence, Interior and National Security, the Army Chief of Staff, the Police Commissioner and the Head of National Intelligence. The international community is represented by UNPOS, AMISOM and other international partners, including the League of Arab States and IGAD. Under new terms of reference, the Joint Security Committee will establish working groups covering military, police and civilian security sector and other rule of law matters. Its mandate includes coordinating donor support to the security sector, policy development, and overall reorganization of Somalia's security forces. The Committee plans to eventually broaden its scope to include elements such as human rights, justice, and contributing to the establishment of the rule of law.

58. On 14 and 15 July, UNPOS, AMISOM, IGAD and the League of Arab States held a meeting with donors in Nairobi to coordinate in-kind donor pledges of training and assistance to the security forces. The meeting identified priority needs of the military, police and civil service and produced an implementation framework, including coordination mechanisms.

59. In August, UNPOS, the United States, the EU, the EC, the African Union and the Transitional Federal Government of Somalia launched a joint security sector assessment in Somalia. The security sector assessment will assess the immediate security needs of the Government and will underpin future planning for international assistance. Initial findings are expected in October 2009. The implementation of the recommendations will be undertaken jointly through the Joint Security Committee.

60. From 1 to 5 August, in consultation with the Transitional Federal Government of Somalia, UNPOS held a meeting in Washington, D.C. with former senior Somali military and police officers. Participants explored options for restructuring the Somali security and police forces in accordance with the Djibouti Agreement. They made numerous recommendations, covering issues such as the national security architecture, the challenges of extremism and piracy, and modalities for demobilization, disarmament and reintegration. Participants also called on the Government to engage former senior military, police, and non-commissioned officers in Somalia's security sector development, and encouraged the United Nations and the international community to support the efforts of the Government.

Military

61. The immediate priorities of the Transitional Federal Government of Somalia are to bring its forces and local pro-government militia into a single, unified command structure; provide impetus to the training of the Somali National Security Forces by selecting recruits who will be part of a 6,000-strong force; coordinate and help deliver training, including reintegration in Mogadishu after the training; deploy and sustain the National Security Forces; and plan for "interim" disarmament, demobilization and reintegration operations to accommodate former insurgents who have deserted from Al-Shabaab and other armed elements. These interim plans are at an early stage, and must carefully balance the need to maintain the momentum in the peace process with managing expectations that could be created as a result. The United Nations is committed to helping the Transitional Federal Government of Somalia with planning for disarmament, demobilization and reintegration options and associated programmes and planning for a future comprehensive approach to disarmament, demobilization and reintegration and weapons control in Somalia when conditions permit.

62. In the reporting period, the Transitional Federal Government of Somalia, assisted by AMISOM, began restructuring its forces under unified command. Forces are being registered for the purposes of training, the payment of stipends and the provision of basic equipment. Several donors began the delivery of initial military training, in coordination with the Joint Security Committee. Over 600 Government soldiers received basic individual training in Djibouti, under initiatives led by the Governments of France and Djibouti. Additionally, 750 Government recruits were flown by the United States to Uganda for a nine-month training programme. The Joint Security Committee is exploring training offers from several other donors, mainly from the region. Other challenges include the need for the Government to equip its troops, provide uniforms, training allowances and harmonize the content and duration of training.

Police

63. Training and development of the Somali Police Force continues in all three regions of Somalia. Under the UNDP Rule of Law and Security Programme, 600 Somali Police Force recruits are receiving basic training at the Armo Police Academy in "Puntland", delivered by 80 Somali trainers. In collaboration with AMISOM, the basic training curriculum has been revised and includes modules on human rights, gender, HIV/AIDS, community-based policing, child protection and sexual and gender-based violence. During the reporting period, 55 station commanders from the "Puntland" police were also trained. In "Somaliland", the rehabilitation of the Mandera Police Academy was completed with UNDP support.

64. The Transitional Federal Government of Somalia and the international community are planning the training of 1,000 new recruits at the Somali National Police academy in Mogadishu in October, subject to security conditions. In preparation, the United Nations began re-equipping Somali Police Force personnel with uniforms and refurbishing training facilities. AMISOM continued to assess alternative training facilities in neighbouring countries, in case they are required. Police officers trained outside the UNDP programme will receive three weeks of additional training by AMISOM to qualify for UNDP stipends. The Joint Security Committee police technical working group will coordinate the process.

65. The United Nations and AMISOM are working with the Transitional Federal Government of Somalia to develop accountability mechanisms for the Somali Police Force. National and international stakeholders agreed on selection criteria and screening procedures, as well as the requirement for equitable representation across clans and communities. UNDP also facilitated training for a new Professional Standards Unit of the Somali Police Force. Meanwhile, Police Advisory Committees in Mogadishu facilitated refresher training for senior officers on human rights and the treatment of detainees.

66. The United Nations initiated efforts to respond to the problem of organized crime, which poses a threat to peace in Somalia and regional stability. Following an assessment visit to Somalia, the United Nations Organization on Drugs and Crime agreed on arrangements to deliver capacity-building for the Somali police through the existing UNDP Rule of Law and Security Programme, and initiated an assessment of additional capacity needs in "Puntland" and "Somaliland".

Justice and corrections

67. UNPOS and the United Nations country team are working to harmonize their respective approaches and ensure coherence and synergy in the delivery of justice and corrections reform activities. The key concern is to develop specific programmes and projects that promote the rule of law while impacting positively on the lives of the Somali people. To this end, an expert team will arrive in Nairobi in November to assist UNPOS and the United Nations country team in formulating a road map for progress in promoting the rule of law within a three-year time frame.

68. Insecurity hampered programmatic activity in the justice and corrections sector. However, United Nations partners continued to work with police and corrections services and to provide legal aid services to vulnerable groups. The Coalition of Grassroots Women's Organizations delivered separate training sessions to 80 Somali Police Force officers and 40 custodial corps officers at Mogadishu

Central Prison, covering human rights and justice issues, including pretrial detention, criminal investigation, legal assistance and representation, detention and the treatment of prisoners. They also held a meeting for 75 lawyers, parliamentarians and Islamic scholars in Mogadishu on legal aid, access to justice for vulnerable groups, and the possible integration of secular and sharia law in Somalia.

E. Humanitarian efforts, recovery and development

69. Despite restricted access and narrowing humanitarian space, the United Nations and its partners continued to provide assistance to people in need. Since April, the United Nations has delivered a monthly average of 35,600 metric tons of food aid to over two million Somalis affected by drought and conflict. From April to date, over 163,500 metric tons of assorted food commodities to Somalia were successfully delivered. Following the establishment of 100 new feeding sites to support recovery of malnourished children, selective feeding programme sites are serving about 82,000 malnourished children every month. Some 27,000 non-food item kits were distributed in and around Mogadishu to the newly displaced since the beginning of May. The United Nations Humanitarian Air Service continued to provide vital safe and secure air services throughout Somalia, transporting on average over 1,330 aid workers and 16 metric tons of equipment from United Nations agencies and NGOs every month.

70. On 15 August, the United Nations successfully conducted a mission into the Afgooye corridor, home to an estimated 500,000 internally displaced persons (IDPs). The mission, the first to Afgooye in over a year, held talks with armed groups to agree on security arrangements and communication links for future technical and programmatic missions. On 7 September, a humanitarian mission was successfully conducted into Mogadishu for a rapid assessment of the situation in the IDP settlements and the services provided through two major hospitals. Security protocols are being established and additional humanitarian missions will hopefully follow in the near future.

71. In central southern Somalia and "Puntland", 776,000 children under the age of five and 644,000 women of childbearing age received an essential package of health services, including measles and polio immunization, by June 2009, with the exception of Benadir and Lower Shabelle regions and Kismayo district, owing to security constraints. With NGO partners and local authorities, more than one million children under five and 800,000 women of childbearing age have been reached nationwide this year. Between January and June, water was delivered to over 423,000 people affected by drought or forced displacement, mainly in south and central Somalia.

72. By the end of the school year in May and June 2009, 11,077 school age children (including 4,597 girls) were accessing emergency schools in Mogadishu. In the Afgooye corridor, 33,027 children, including 18,044 girls, were able to attend tented and other emergency schools through the end of the school year. Together, this reflects a 100 per cent increase in student enrolment at Mogadishu and Afgooye emergency schools since the end of 2008.

73. Across the country, the United Nations continued to provide capacity-building of civil servants and local government, developing appropriate policies, and

legislative frameworks for public administration at local and central levels, and establishing effective systems for public financial management, including budgeting, accounting and auditing, as well as providing physical infrastructure and operational support. Owing to intensified conflict in southern and central Somalia, activities planned in district councils under the district-based peacebuilding process, including in Mogadishu, could not continue. In "Somaliland" and "Puntland", the United Nations refocused its interventions on the quality of service delivery on six target districts in "Somaliland" and four in "Puntland". In September, integrated, participatory district planning and budgeting processes will begin in the first group of target districts to prepare for the implementation of investment projects in 2010.

IV. Observations/recommendations

74. In recent months, the Transitional Federal Government has successfully weathered threats to its existence from extremist forces and garnered substantial domestic and international support. While there remain many challenges, there has been some encouraging progress towards the political and security objectives identified in my April report, namely fostering national reconciliation and sustaining dialogue between the Transitional Federal Government of Somalia and the opposition groups; building capacity for local governance; drafting the constitution; integrating human rights into various aspects of the peace process; and building a national security apparatus. I urge the Transitional Federal Government of Somalia to stay the course, and I appeal to the international community to redouble its support and rally solidly behind the Government.

75. The United Nations stands firmly by the African Union and AMISOM and pledges to continue its support of AMISOM deployment and operations. The United Nations will not be deterred by violent attacks by insurgents and will remain committed to continuing support to AMISOM, the Transitional Federal Government of Somalia and the Somali people to facilitate reconciliation and consolidate the political process. As demonstrated by the 17 September suicide attack on AMISOM headquarters in Mogadishu, stabilizing the security situation in Mogadishu remains a critical prerequisite to foster the peace process. A more secure environment would also further facilitate the delivery of humanitarian assistance. In this respect, I reiterate my call to the international community to further strengthen support to AMISOM and the Government security forces. I was particularly shocked to learn of the 17 September attacks in Mogadishu, in which AMISOM forces — Burundian and Ugandan — Government and civilian personnel suffered major casualties.

76. I wish to express my sincere condolences to the families of those who lost their lives in the attack on the AMISOM headquarters. I also wish to express my sympathy for those who were wounded in that attack. The death and injury of soldiers working to secure peace in Somalia, and of citizens caught in the crossfire, is extremely sad news.

77. Further progress to promote the peace process requires greater capacity on the part of the Transitional Federal Government of Somalia to consolidate its authority, deliver administration and basic services and effectively manage the transition. The sustained support of the international community will constitute a key contribution to this end. The continued implementation of the Djibouti Agreement is essential. In this regard, I welcome the unwavering commitment of President Sheikh Sharif

Ahmed and his Government towards an inclusive administration in Somalia and, once again, urge those opposition groups that remain outside the Djibouti peace process to join the reconciliation process for the good of the country. I also urge those States, organizations and individuals in a position to do so to prevail on all the Somalia groups still outside the peace process to lay down their arms and join the political dialogue and the reconciliation process.

78. I pay tribute to AMISOM, which continues to play a vital role in a very difficult and often hazardous environment. In the face of the recent upsurge in attacks, AMISOM has played a critical role in repelling the insurgents and continues to protect vital installations in Mogadishu. I reiterate my earlier call on the international community to expedite the disbursement of all outstanding pledges in support of AMISOM. The African Union should vigorously pursue the deployment of additional troops to bring the capacity of AMISOM to its authorized strength and to establish the strategic governance mechanism to enable the expenditure of funds already disbursed.

79. I welcome the generous contributions of regional States and the broader international community to support development of the Somali police and security forces. To be effective, such efforts must be well coordinated and anchored in a sustainable nationally owned framework. I encourage all donors to cooperate closely with the Joint Security Committee, to harmonize their interventions, and to support the development of the Joint Security Committee as a policy forum able to foster the development of the national security strategy called for in Security Council resolution 1872 (2009).

80. As the international community makes progress in supporting AMISOM and the development of Somali security forces, there is a need for concurrent capacity-building of the various relevant organs of the Transitional Federal Institutions, including legal, judicial and correctional institutions, parliament and the civil service. I encourage the Transitional Federal Government of Somalia to take determined steps to expand and consolidate its authority, restore law and order and deliver basic services to the population.

81. I am deeply concerned by the worsening humanitarian crisis in Somalia. Assassinations, abductions and threats against humanitarian personnel have rendered the delivery of assistance extremely dangerous, while ongoing fighting and drought are increasing the need for life-saving humanitarian aid. I pay tribute to humanitarian workers who are operating in an extremely dangerous environment, and I condemn the recent attacks against them and the looting of their compounds, leading to the loss of essential life-saving equipment. The reports of human rights abuses and indiscriminate shelling of civilian areas are deeply worrying in this regard. I urge all parties to the conflict to comply with international human rights and humanitarian law and to protect the civilian population, including humanitarian workers. I call upon all parties to help create conditions conducive to safe, timely and unhindered humanitarian access and to cooperate with humanitarian actors to this end.

82. The lack of adequate funding for priority humanitarian and recovery programmes is also a matter of concern. Once again, I urge Member States to support the consolidated appeals process and the United Nations Transition Plan for Somalia. It is necessary to avoid disruption of critical activities, including the delivery of essential food supplies, on which the civilian population depends.

Failure to do so could have serious implications for displacement and consequences for regional stability.

83. I am equally concerned at the continued criminal activities, including drug trafficking and arms smuggling, resulting in some individuals accumulating significant wealth and acting as spoilers to the peace process. This is unacceptable, and I call on the international community to find ways to address illegal activities that threaten peace in Somalia and the wider region.

84. The United Nations will continue to pursue the incremental approach set out in my April report, including supporting the political process, supporting AMISOM, rebuilding Somalia's security institutions, and intensified engagement with "Somaliland" and "Puntland". International United Nations staff will continue to conduct missions to Mogadishu to monitor the implementation of mandated activities. Preparations for the shift to the second, "light footprint", phase have already begun. However, in view of the present conditions on the ground, United Nations security arrangements are being reviewed and enhanced. The Department for Peacekeeping Operations, in consultation with the African Union, will further develop and refine existing contingency plans that will allow, security permitting and if the Security Council so decides, for the eventual transition from AMISOM to a United Nations peacekeeping operation in Somalia.

85. Finally, I wish to express my deep appreciation to my Special Representative for his continued dedication and commitment to the advancement of peace and national reconciliation among the people of Somalia. I also wish to recognize the tireless work of the staff of UNPOS, UNSOA and the United Nations country team, as well as all other organizations and their staff, who operate under challenging conditions in the country. I call on the Somalis and Member States to continue rendering my Special Representative their unwavering support and cooperation.